



# Mishawaka City Services Facilities Evaluation

---

David A. Wood, Mayor

# The Issue

---

- The City has multiple public buildings that need to be replaced or significantly renovated in the next five years.
- These include **City Hall, Mishawaka Utilities Business Office, and the Police Station.**
- The availability of the Liberty Mutual Building has accelerated the City's due diligence and has presented an opportunity to create a City Services Building that would house all three building functions.



# Honest Evaluation

---

- **Excited about opportunity.** Although, our initial impression was that the Liberty Mutual Building was too large. It wasn't until Mayor Wood suggested including the Police Station needs in the evaluation that it was worth considering.
- Important not to latch on to Liberty Mutual building without evaluating multiple scenarios
- Whatever decision is made, we need to have a general consensus on how to proceed- This is one of our larger decisions that will shape how City services are provided and the redevelopment of Downtown Mishawaka for generations to come.

# Project Goals

---

- **Facilities need to better serve the public!**
- Up to date regarding technology and current demands/uses
- Some flexibility to allow for growth and changes over time
- Be as efficient as possible on expenditures
- Create a long term (50 year) solution
- Look at the ability to shape our continued redevelopment efforts



# Presentation Outline

---

- **Analysis of existing City facilities-** City Hall, MU Business Office, and Police Station
- **Due Diligence-** City Needs Assessment
- **Review of Liberty Mutual Building-** Space evaluation relative to needs
- **Planning Considerations-** How consolidation can change the redevelopment of the downtown
- **Estimated Cost Evaluation-** Discuss general costs of building new or renovating
- **Recommendation and process-** Next Steps

# Contributing Factors

---

- The City's Population in 1980 was roughly 40,000 people
- The estimated 2020 population will be roughly 50,000 people
- Growth of 10,000 people over 40 years (25%) If we continue at the same slow and steady pace that has existed since after World War II (population a little over 30,000), **the City's population will be over 60,000 people in the next 40 years**
- **That is only 250 people a year!** At 1% growth (500 people per year) we would likely exceed 70,000 people over that time.



# Contributing Factors

---

- **Technology continues to drive changes to our delivery of services**
- When Mishawaka Utilities Business Office was built, it was before copy machines
- When City Hall was constructed, computers were new and infrequently used
- When the Police Station was built, it was before the wide use of the internet, and laptops in cars.

# When to reinvest in facilities?

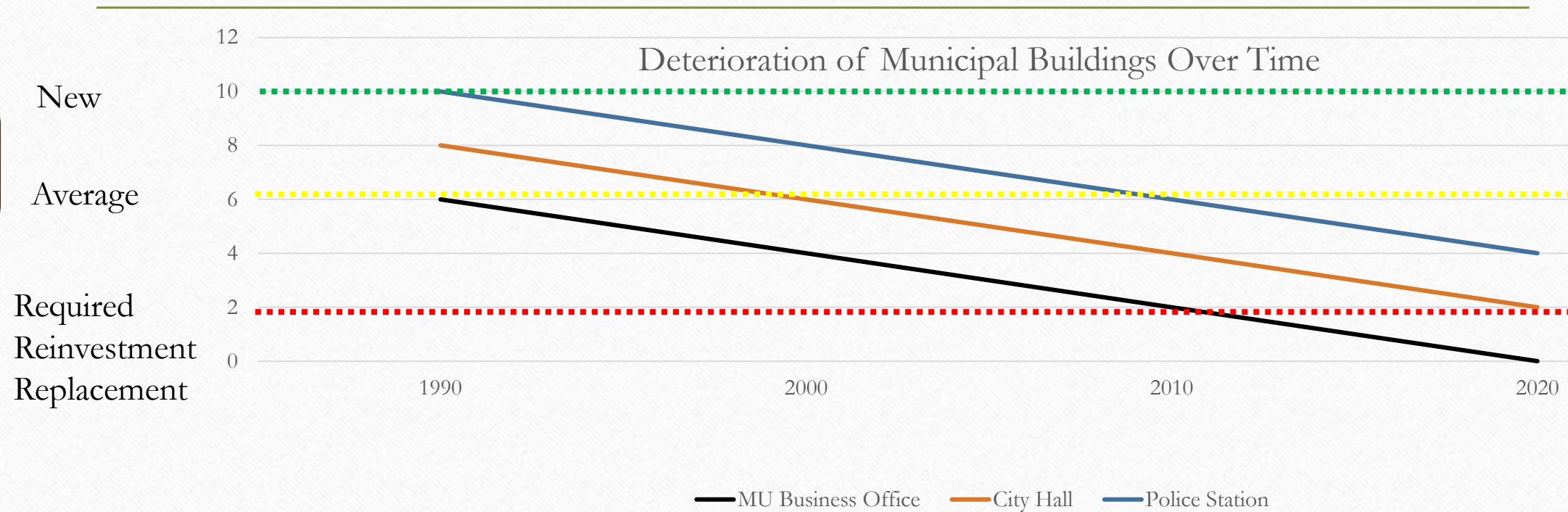
---

- The City prides itself on being fiscally conservative
- In terms of overhead, we get everything we can out of our administrative facilities before we reinvest in them.
- There has to be a significant need or cost benefit.
- Our motto is to get by with what we have while we can continue to provide a high level of service. Parks versus my office (residential- TV versus roof)
- Municipal Buildings are the face of our City- Nice, functional, but never opulent.



# General Lifecycle of Municipal Facilities

## 30-40 Years



# When to reinvest in facilities?

---

- By combining City Services, the goal would be to set all three current facilities at level 10 as of 2020-2021
- In terms of major renovations, the goal is that significant reinvestment would not need to occur again until after 2040. (level 6)
- Based on our past history, it could go longer.
  - Police Station – 25 years
  - City Hall- 35 years
  - Mishawaka Utilities Business Office- +50 years



# Analysis of Existing Facilities

---

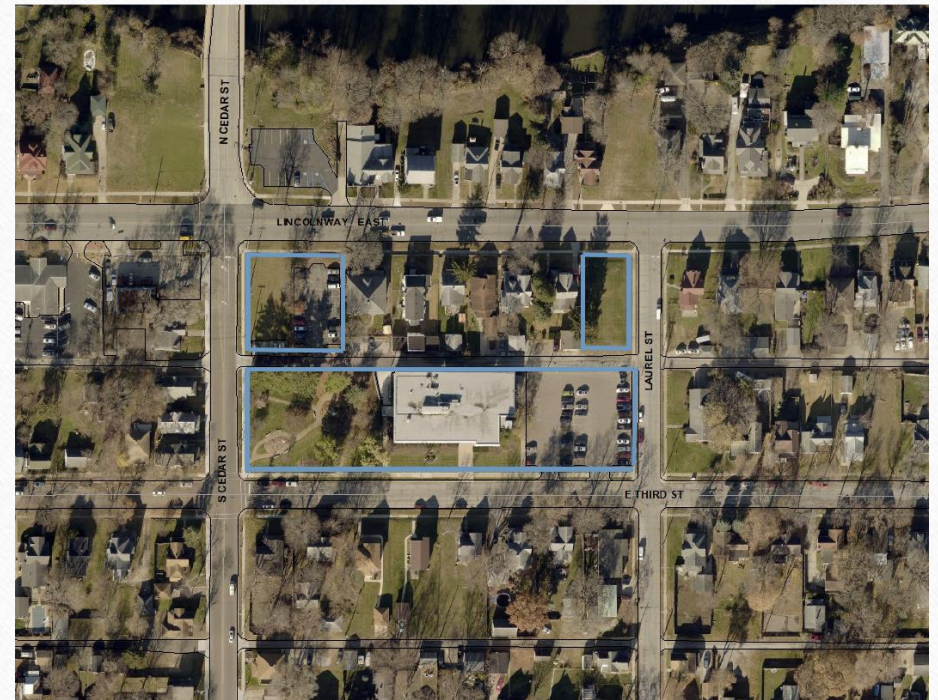




# Current Challenges

## City Hall

---





# Current Challenges

## City Hall

---

- Retrofitted from former Bingham Elementary School-occupied in 1986
- In a residential neighborhood east of downtown
- Building is beyond capacity for certain Departments, with all Departments making compromises regarding space
- Department locations have been relocated repeatedly to try and address space and function issues
- Limited by classroom silos
- Council Chamber and Board Room size inadequate for larger events/hearings
- Basement storage has no elevator access
- Furnishings and décor dated and only replaced when worn out

# Current Challenges

## City Hall- Public Meeting Room Capacity

---





# Current Challenges

## City Hall- Space Limitations

---





# Current Challenges

## City Hall- Use of Hallway

---





# Current Challenges

## City Hall- Building Testing and Breakroom

---





# Current Challenges

## City Hall- Storage and Filing

---

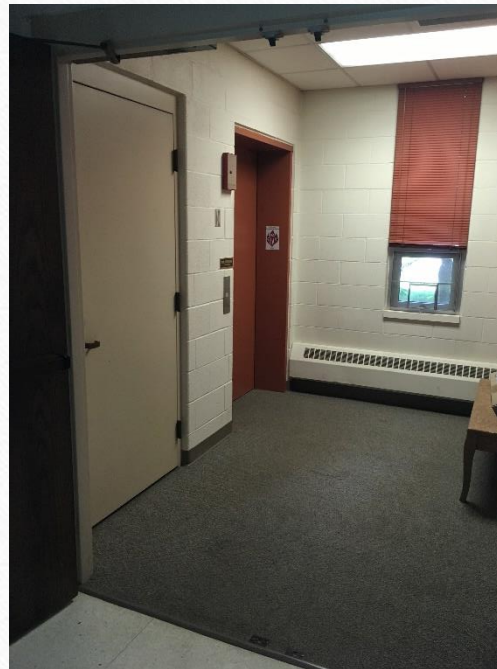




# Current Challenges

## City Hall- Third Street Entrance/Building Flow

---





# Current Challenges

## City Hall- Opportunity to Purge

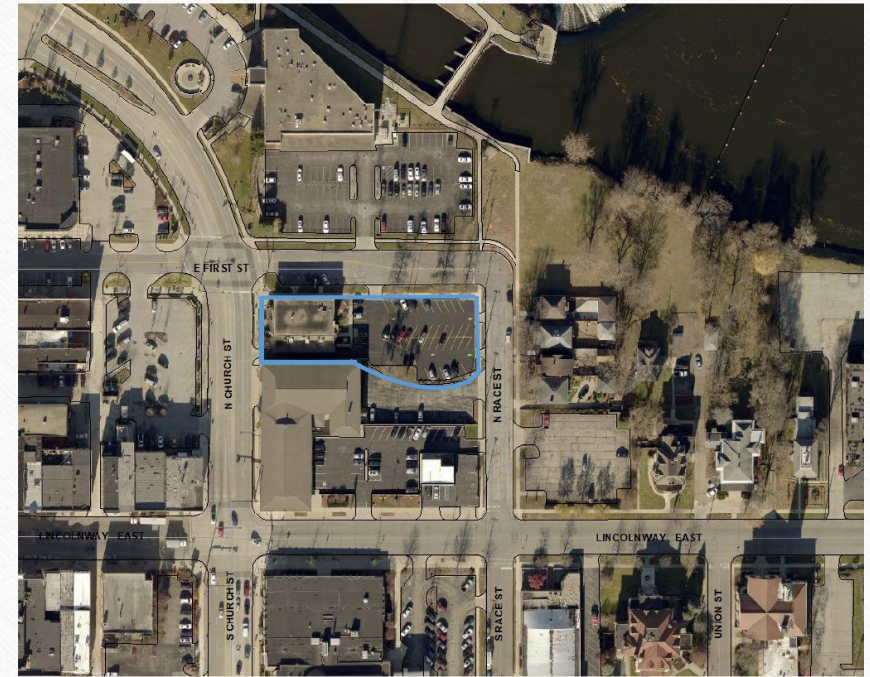
---





# Current Challenges

## Mishawaka Utilities Business Office



# Current Challenges

## Mishawaka Utilities Business Office

---

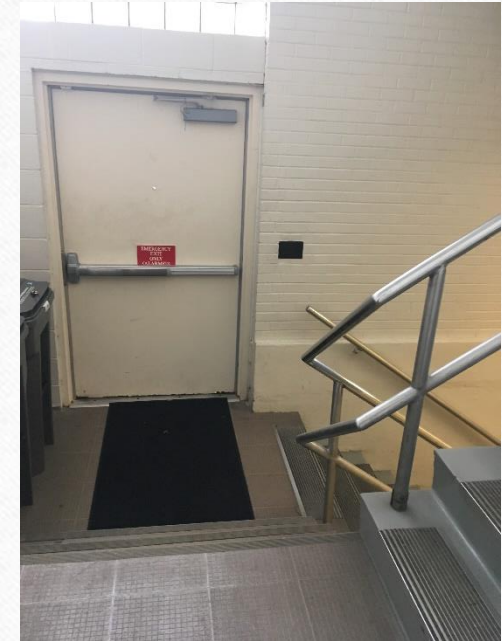
- 1950's Era Construction
- No Elevators. Large portions of the basement and second floor are either vacant or used for storage based on the lack of accessibility and condition of the space
- The building continues to have on-going maintenance issues based on age and deferred maintenance/renovation
- No public restroom
- Inadequate lobby for privacy and service
- No room to introduce current technology such as payment kiosks (BMV Model)



# Current Challenges

## Mishawaka Utilities Business Office- ADA Access

---





# Current Challenges

## Mishawaka Utilities Business Office- Lobby

---





# Current Challenges

## Mishawaka Utilities Business Office- Basement Storage





# Current Challenges

## Mishawaka Utilities Business Office- Space Issues





# Current Challenges

## Mishawaka Utilities Business Office- 2<sup>nd</sup> Floor

---





# Current Challenges

## Mishawaka Utilities Business Office- Building Condition





# Current Challenges

## Mishawaka Utilities Business Office- Building Condition





# Current Challenges

## Police Station





# Current Challenges

## Police Station

---

- Completed in 1995 Has served the City well!
- The building currently has expensive end of life maintenance needs including a roof and the HVAC system.
- Needs of the Police Department have changed- More female officers, computerization, and more technology (less desks/offices more field reporting)
- Increased need for training in the building including with other Departments
- Increased emphasis on fitness and providing the capability to workout on site
- The number of officers has grown over time. As the City grows, there will be more officers. The building is currently limited spatially. Need for an addition is likely over time.

# Current Challenges

## Police Station- Tower, View, Need for Restricted Parking





# Current Challenges

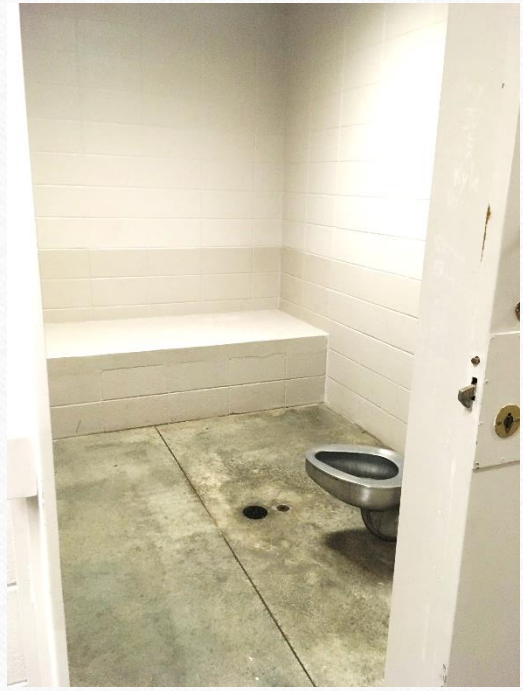
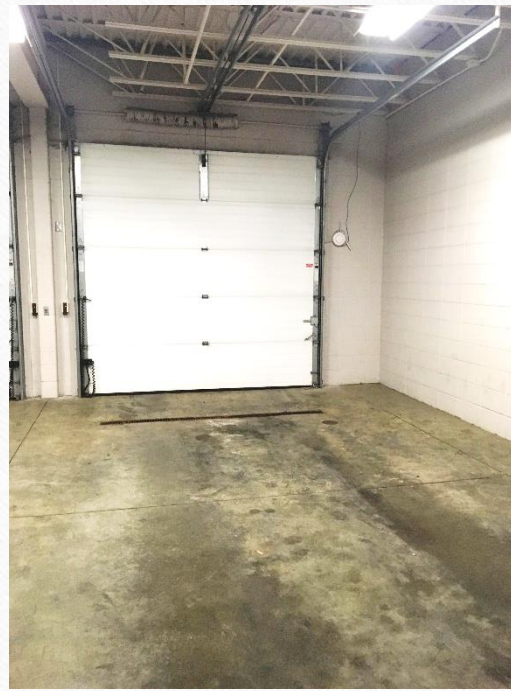
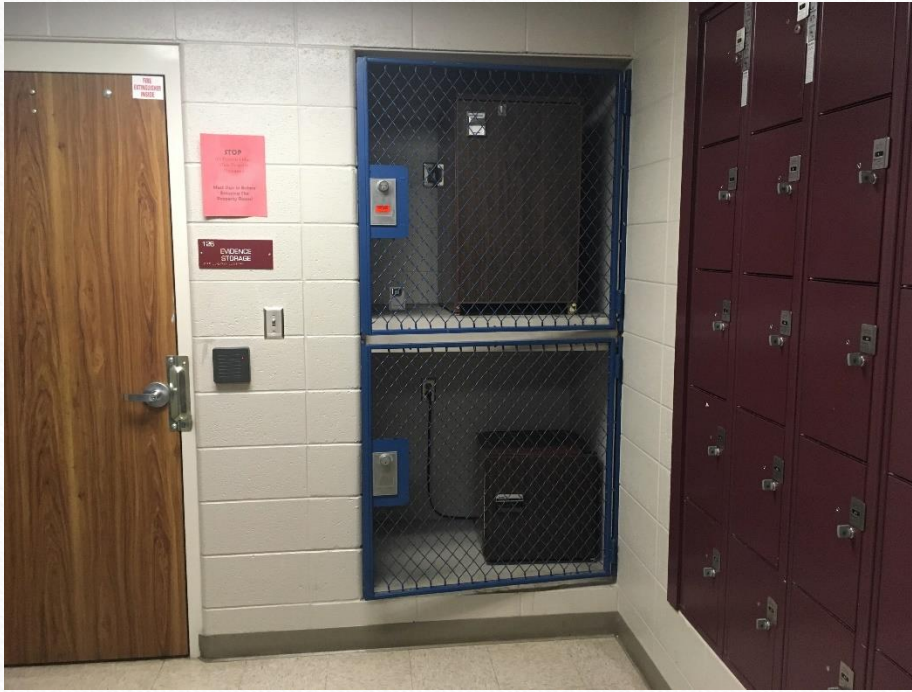
## Police Station- Moving Memorial/Development Opportunity





# Current Challenges

## Police Station- Purpose Built/Hard to Repurpose





# Current Challenges

## Police Station- Purpose Built/Hard to Repurpose





# Current Challenges

## Police Station- Fitness and Training Room





# Current Challenges

## Police Station- Evidence Storage and Records





# Current Challenges

## Police Station- Changing with the times





# Due Diligence- City Needs Assessment

---



# City Needs Assessment

---

- Before we could look at renovation and/or replacement of existing facilities, we needed to study our current needs
- The City contracted with Alliance Architects to prepare a needs assessment looking at each Department, Building, how the Departments are functioning relative to each building and office.
- Every Department Head was consulted and filled out a questionnaire. Staff was involved as determined by the Department Head.
- Alliance evaluated each space in person and reviewed the floor plans of existing buildings.



# City Needs Assessment

---

- Before we could look at renovation and/or replacement of existing facilities, we needed to study our current needs
- The City contracted with Alliance Architects to prepare a needs assessment looking at each Department, Building, how the Departments are functioning relative to each building and office.
- Every Department Head was consulted and filled out a questionnaire. Staff was involved as determined by the Department Head.
- Alliance evaluated each space in person and reviewed the floor plans of existing buildings.

# City Needs Assessment

---

- As the City has evolved, it has resulted in a non standardization of offices and cubicles.
- Classrooms mean that some Departments are larger than needed and some smaller
- Since this was just looking at space and not a building, all Department heads and cubicles were made a standard size based on function.



# City Needs Assessment

---

- Items such as kitchenettes and break rooms were looked at to serve multiple departments.
- Efficiency is assumed to be gained in support areas (hallways, stairs, elevators, etc.) 34.5% to 30%
- Adjacency between Departments were studied (Planning and Engineering, the Clerks Office and the Council Chambers)
- All were asked to consider growth with reasonable projections

# Mishawaka Utilities Business Office

One of Two

## MISHAWAKA UTILITIES

Office (General Manager)	1	335	335	1	180	180	
Office Manager	1	225	225	1	180	180	
Office (Billing Manager)	2	225	450	1	120	120	
Office (Payment Processing)	1	245	245	1	180	180	
Office (IT)	1	200	200	1	120	120	
Coffee Bar	1	200	200	-	-	-	Use Common
Data Processing Office (Cubicles)	4	---	650	4	90	360	



# Mishawaka Utilities Business Office

Two of Two

Drop Box/Kiosk	-	-	-	1	150	150
Cubicle Area	6	---	960	6	90	540
Customer Service Area	8	---	575	8	90	720
Waiting	1	550	550	1	750	750
Vault	1	100	100	1	30	30
Supply Closet (Storage)	1	96	96	1	30	30
Basement (Storage)	1	3,800	<u>3,800</u>	1	1,000	<u>1,000</u>
			8,386			4,360

-48%

# City Hall

## CONTROLLER

Controller's Office	1	120	120	1	180	180	
Deputy Controller	1	105	105	1	120	120	
Purchasing Agent Office	1	140	140	1	120	120	
Break Room	1	100	100	-	-	-	Use Common
Storage Room	1	50	50	1	240	240	
Storage Room	1	200	200	-	-	-	
Cubicle Area	6	---	645	8	90	720	
State Board of Accounts	1	---	175	2	90	180	
Waiting	1	120	<u>120</u>	1	120	<u>120</u>	
			1,655			1,680	

+2%



# City Hall

## CODE ENFORCEMENT

Office (Director)	1	---	144	1	180	180
Cubicle Area	4	---	550	4	110	440
Coat Closet	1	4	4	1	4	4
Kitchenette	1	12	12	1	12	12
Waiting	1	180	180	1	120	120
			<u>890</u>		<u>756</u>	

-15%

# City Hall

## MAYOR'S OFFICE

Secretary & Waiting Area	1	200	200	1	180	180
Waiting	1	120	120	1	120	120
Mayor's Suite	1	230	230	1	360	360
Mayor's Toilet Room	1	30	30	1	50	50
Storage (Coat Closet)	2	7	14	2	7	14
Kitchenette	2	9	18	2	9	18
Conference Room	1	180	180	1	240	240
Office (Mayor's Assistant)	1	200	200	1	180	180
Storage (Basement)	1	180	<u>180</u>	1	180	<u>180</u>
			1,172			1,342

+15%



# City Hall

## CITY CLERK

Clerk's Office	1	190	190		1	240	240
Cubicle Area	3	---	260		3	90	270
Storage (Fireproof)	1	120	120		1	240	240
Storage (Basement)	1	153	153		-	-	-
Waiting	1	128	<u>128</u>		1	120	<u>120</u>
				851			870

+2%

# City Hall

## COMMON COUNCIL

Council Chamber	1	1,800	1,800	1	3,000	3,000	Seat 150
Council Conference Room	1	400	400	1	360	360	
Coat/Sink	1	100	100	1	100	100	
Storage (Clerk/Council)	1	140	140	1	140	140	
Storage (Law Library)	1	140	140	-	-	-	Not Used
Storage (Coat Closet)	1	22	22	1	22	22	
Kitchenette	1	15	15	1	15	15	
Council Office	-	-	-	1	500	500	
Waiting	-	-	-	1	120	120	
			<u>2,617</u>			<u>4,257</u>	

+63%



# City Hall

## LAW DEPARTMENT & HUMAN RESOURCES

Office	2	105	210	2	120	240	
Director Office	1	212	212	1	180	180	
City Attorney Office	1	180	180	1	180	180	
Break Area/Storage	1	140	140	-	-	-	Use Common
Cubicle Area	1	---	355	3	90	270	
Waiting	1	175	175	1	240	240	
Work Area	-	-	-	1	120	120	
Storage	-	-	-	1	100	100	
			<u>1,272</u>			<u>1,330</u>	

+5%

# City Hall

## CITY PLANNING

City Planner's Office	1	125	125	1	180	180	
Office (Grant Manager)	1	90	90	1	120	120	
Inspector's Office	2	---	295	-	-	-	Moved to Cubicle
Conference Room	1	180	180	1	240	240	
Cubicle Area	4	---	600	8	110	880	
Waiting	1	150	150	1	120	120	
Storage/Basement	1	300	300	-	-	-	
Storage	-	-	-	1	480	480	
			<u>1,740</u>			<u>2,020</u>	

+16%



# City Hall

## CITY HALL

Lobby (Grand Civic Space)	1	360	360	1	3,000	3,000	Includes Historical Display
Break Room (Shared)	1	235	235	1	900	900	
Board Room	1	575	575	1	600	600	
Services Lobby ("One Stop Shopping")	-	-	-	2	450	900	
			1,170			5,400	

+461%

# City Hall

## ENGINEERING/GIS

Waiting	1	200	200	1	120	120	
City Engineer's Office	1	185	185	1	180	180	
Cubicle Area	7	---	800	11	110	1,210	
Kitchenette	1	80	80	1	80	80	
Storage	1	178	178	1	750	750	
Storage	1	230	230	-	-	-	
Plotter/Workroom	1	178	178	1	300	300	
GIS Plotter/Work Room	1	175	175	-	-	-	Shared Plot Room
GIS	2	---	212	2	110	220	
Meeting Space	1	265	<u>265</u>	1	240	<u>240</u>	
			2,503			3,100	

+24%



# City Hall

## BUILDING DEPARTMENT

Secretary	1	175	175	1	190	190
Office	1	145	145	1	180	180
Cubicle Area	2	---	205	3	110	330
Kitchenette/Meeting Space	1	120	120	1	180	180
Waiting	1	75	<u>75</u>	1	120	<u>120</u>
			720			1,000

+39%

# City Hall

## IT DEPARTMENT

Office (Director)	1	146	146	1	180	180	
Break/Meeting Room	1	156	156	1	120	120	
Cubicle Area	4	---	462	6	90	540	
Server Closet (PD)	1	146	146	1	300	300	Combine Server
Server Closet (City Hall)	1	415	415	-	-	-	
Storage (Mishawaka Utilities)	1	500	500	1	1,000	1,000	
Computer Technology (PD)	1	178	178	1	300	300	
Help Desk	1	172	172	-	-	-	Moved to Cubicle
			<u>2,175</u>			<u>2,440</u>	

+12%



# Police Department

## POLICE DEPARTMENT

### Common

Vestibule	1	150	150	1	150	150	
Lobby/Atrium	1	340	340	1	1,500	1,500	Shared w/Records & Other Public
Men's Room	2	156	312	-	-	-	Building Common
Women's Room	2	156	312	-	-	-	Building Common
			<u>1,114</u>			<u>1,650</u>	

+48%

# Police Department

## Records

Records	6	---	800	11	110	1,210	
Service Asst. Chief's Office	1	190	190	1	180	180	
Supply Room	1	105	105	1	100	100	
Dead Records Storage	1	384	384	-	-	-	Moved to Evidence
Media Room	1	133	133	1	120	120	
Public Men's Room	1	50	50	1	60	60	
Public Women's Room	1	50	50	1	60	60	
Records Storage	1	507	507	-	-	-	Underutilized Space
Sm. & Lrg. Evidence Stor. (Blood Rm.)	1	2,366	2,366	1	5,000	5,000	
Evidence Lockers	1	143	143	1	240	240	
Property Clerk's Office	1	138	138	1	120	120	
Guns & Drug Vault	1	104	104	2	180	360	
Evidence Technology	1	195	195	-	-	-	Combined w/Uniform Report
Evidence Storage	1	87	87	-	-	-	Combined w/Uniform Report

5,252

7,450

+42%



# Police Department

## Holding/Booking

Toilet Room (Booking)	1	47	47		1	60	60	
Breathalyzer	1	114	114		1	90	90	
Booking Area	1	242	242		1	240	240	
Holding Cell	5	76	380		6	60	360	Reduce Holding Cell Size
Interview Room	1	78	78		3	75	225	
Prisoner Receiving Bay	2	317.5	635		2	400	800	
Evidence Bay	1	317.5	<u>317.5</u>		3	400	<u>1,200</u>	
			1,814				2,975	

+64%

# Police Department

## Locker Rooms/Exercise

Women's Locker/Shower Room	1	267	267	1	720	720	
Men's Locker Room	1	670	670	1	720	720	
Men's Shower Area	1	342	342	1	360	360	
Unisex Shower/Toilet	-	-	-	1	75	75	
Exercise Room	1	780	780	1	1,500	1,500	Double Room Size
Mat Room	-	-	-	-	-	-	Off-Site
			<u>2,059</u>			<u>3,375</u>	

+64%



# Police Department

One of Two

## Offices/Training/Report/Roll

Uniform Roll Call Room	1	656	656	1	840	840	Add Storage (Tables/Chairs) Includes Evidence Prep
Uniform Report	1	340	340	1	600	600	
Office (Secretary)	2	148	296	2	120	240	
Lounge/Break Room	1	540	540	1	240	240	Encourage use at Shared Break Room
Receiving/Lobby	1	668	668	-	-	-	
Waiting (Chief)	1	270	270	1	120	120	
Office (Chief)	1	305	305	1	240	240	
Chief Storage (Personnel Files)	1	85	85	1	100	100	
Chief's Toilet Room	1	34	34	1	50	50	
Work/Copy Area	1	48	48	1	60	60	
Office (Asst. Chief)	1	198	198	1	180	180	
Kitchenette	1	130	130	1	120	120	
Office (Captain's)	5	170	850	5	120	600	
Office (K-9 & Lt.)	2	130	260	-	-	-	
K-9 Storage	-	-	-	1	100	100	

# Police Department

Two of Two

## Offices/Training/Report/Roll

Cubicles (Combining DARE, LT., Traffic,  
Net, K-9 & Training)

-	-	-	10	90	900
---	---	---	----	----	-----

Office (Training)

1	152	152	-	-	-
---	-----	-----	---	---	---

Gun Cleaning Room

1	106	106	1	80	80
---	-----	-----	---	----	----

Office (Street Crime)

1	315	315	1	360	360
---	-----	-----	---	-----	-----

Verify

Food Pantry

1	72	72	1	80	80
---	----	----	---	----	----

Training

1	1,848	1,848	1	2,000	2,000
---	-------	-------	---	-------	-------

Seat 100 (Tables/  
Chairs)

Chair/Table Storage

1	326	326	1	300	300
---	-----	-----	---	-----	-----

Office (Net)

1	224	224	-	-	-
---	-----	-----	---	---	---

See Cubicle

DARE Office

1	284	284	-	-	-
---	-----	-----	---	---	---

See Cubicle

Office (Traffic)

1	298	298	-	-	-
---	-----	-----	---	---	---

See Cubicle

Storage (Traffic)

1	120	120	1	120	120
---	-----	-----	---	-----	-----

Internal Audit

2	105	210	2	120	240
---	-----	-----	---	-----	-----

8,635

7,570

-12%



# Police Department

## Detective Bureau

Juvenile Aid Bureau (Detectives)	1	392	392	-	-	-	See Det. Bureau Cubicles
Conference Room	1	234	234	1	360	360	
DB Interview Room	2	125	250	-	-	-	Move Holding/ Interview
Detective Bureau Cubicles	1	---	1,000	15	90	1,350	
Office (Secretary)	1	141	141	1	120	120	
DB Locker Room	1	75	75	1	80	80	Unisex
Men's Toilet Room	1	47	47	-	-	-	Common
Women's Toilet Room	1	47	47	-	-	-	Common
Asst. Chief Office	1	198	198	1	180	180	
Det. Roll Call	1	200	200	-	-	-	Use Shared Conf. Room
Kitchenette	1	10	<u>10</u>	1	10	<u>10</u>	
			2,594			2,100	

-19%

# Summary- Existing Buildings

---

## **Mishawaka Utilities Business Office-**

Basement =	5,721
First Floor =	5,823
<u>Second Floor =</u>	<u>3,927</u>
<b>Total =</b>	<b>15,471</b>

## **City Hall**

Basement =	3,705
First Floor =	13,100
<u>Second Floor =</u>	<u>11,314 (excludes upper level of council chambers)</u>
<b>Total =</b>	<b>28,119</b>



# Summary- Existing Buildings

---

## **Police -Police**

First Floor =	17,279
<u>Second Floor =</u>	<u>15,327 (excludes atrium)</u>
<b>Total =</b>	<b>32,606</b>

## **Summary**

City Hall=	28,119
Mishawaka Utilities =	15,471
<u>Police Station=</u>	<u>32,606</u>
<b>Total =</b>	<b>76,196</b>

# Summary- Minimum “Use/Net” Needs

---

	<u>Current</u>	<u>Needed</u>	<u>Difference</u>
Mishawaka Utilities Business Office	8,386 Sq. Ft.	4,360 Sq. Ft.	-4,026 Sq. Ft. (-48%)
City Hall	16,765 Sq. Ft.	24,195 Sq. Ft.	7,430 Sq. Ft. (44%)*
Police Station	21,468 Sq. Ft.	25,120 Sq. Ft.	3,652 Sq. Ft. (17%)*

\* Information Technology is currently located in Police and has been moved to City Hall (2,440 Sq. Ft of Need)  
If kept consistent City Hall needs 4,990 square feet, the Police Department needs 6,092 Sq. Ft.



# Summary- Minimum (Gross)Needs

	Current Area	Minimum Need
TOTAL NET AREA	46,619	53,675
TOTAL SUPPORT AREA (34.5%)	34.5% <u>24,585</u>	30.0% <u>23,004</u>
TOTAL GROSS AREA	<u>71,203</u>	<u>76,679</u>

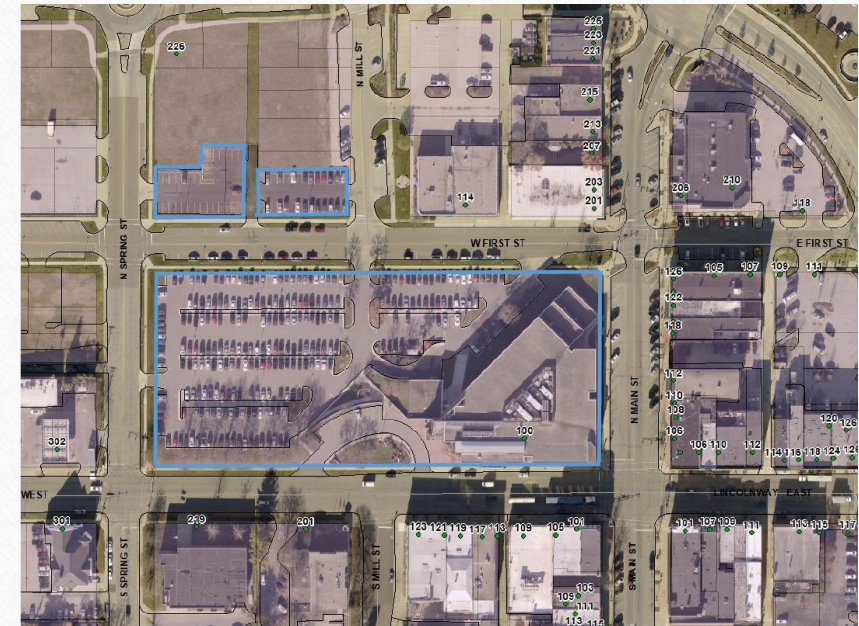
80,000

Square Feet/Build New Estimate

+8%

# Liberty Mutual Building

100 Lincolnway West (Owner Estimate 93,556 Square Feet)





# Liberty Mutual Building

100 Lincolnway West





# Liberty Mutual Building

## Evaluation

---

### GENERAL BUILDING REVIEW

---

The building was built in 1984 and occupied in 1985. Over the years, the building has been well maintained and is in good to fair condition for a 34-year-old building. Obsolete systems have been updated over this period (rooftop air handlers, emergency generator), and where appropriate, modernization has occurred (elevators, computer room equipment).

Generally, the building interior finishes are in need of updating and refreshing. Additional major modernization/renovation should include windows, skylights, landscape walls, VAV zones, air handling equipment, LED lights, IT infrastructure, and security/access control systems.





# Liberty Mutual Building

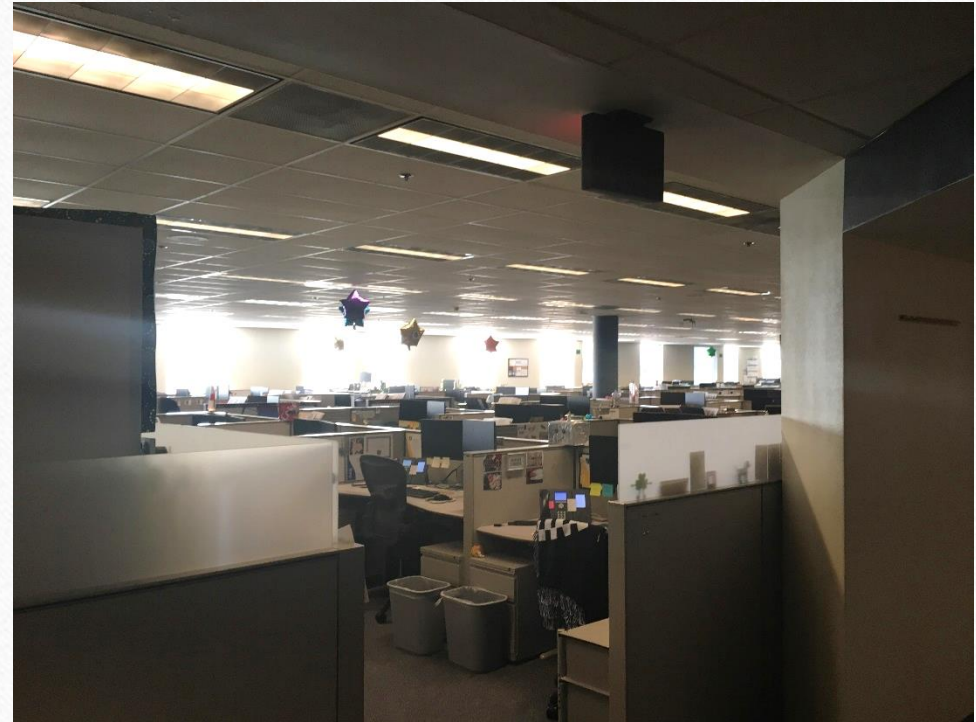
100 Lincolnway West





# Liberty Mutual Building

100 Lincolnway West





# Liberty Mutual Building

100 Lincolnway West





# Liberty Mutual Building

## Evaluation- Roof and Exterior

### Exterior Building Envelope

Roofs occur on five different levels with the largest roof at the third highest level. The highest level is above the stair to the roof; two lower levels occur at the northeast corner where the building steps back; and the final level is over the dock. The third level has been broken down into two areas based on history. The center portion of the third level (2,520 s.f.) was replaced in late 2013. All the remaining roof levels (33,438 s.f.) are 18 or 19 years old and in fair condition. Except for the center roof, these roofs are approaching the end of their useful life and should be scheduled for replacement in 2-5 years.

The exterior brick on the building is a clay brick. Generally, the brick is in good condition with very few cracked brick. Control joints have been recently replaced with new sealant. Stone sills and coping are in good condition but dirty. Metal caps and coping appear to be newer and are in good to fair condition.



# Liberty Mutual Building

## Evaluation- Windows

The skylights appear to be original. There is evidence of leaks and attempts to stop the leaks using sealant. We believe the windows and skylights have reached the end of their useful life and should be replaced.



# Liberty Mutual Building

## Evaluation- Site

There are numerous brick/concrete retaining walls around the site. All walls with uneven backfill (retaining) are showing signs of deterioration due to moisture. In many cases, extensive repairs should be planned for soon.





# Liberty Mutual Building

## Evaluation- Elevators

### **ELEVATORS**

---

There are two hydraulic elevators, one 5,000-pound and one 4,000-pound. As with the rest of the building, the elevators and equipment appear to be well maintained. Assuming the new owner will obtain a "full maintenance" agreement before occupying the building, no major renovation will be necessary for 20-25 years after the most recent renovation in 2013.

# Liberty Mutual Building

## Evaluation- Plumbing and Fire Suppression

### **EXISTING PLUMBING SYSTEMS EVALUATION**

The plumbing systems are in general good condition. We were unable to determine with certainty if the fixtures have been upgraded to low flow; however, given the style, it is unlikely. The wall-hung urinals and wall-hung (rear discharge) water closets utilize proximity sensor automatic flush valves. Plumbing fixtures may be considered if the bathrooms are renovated; however, it is not required.

The building has a three-tank water softening system which primarily serves the hot water system. There are two electric storage-type water heaters with a recirculating pump serving the building's hot water needs.





# Liberty Mutual Building

## Evaluation- Heating, Cooling, Air Handling

Liberty Mutual has reported that there were times this past winter when the heating system was unable to keep up consistently. These periods coincided with the abnormally cold period experience in January. They were able to limit the effects of the cold weather by adjusting the operating conditions, but still experienced some issues on the very coldest of days. Though the cold weather in January was abnormal, local weather has had more variability recently than it did historically. We recommend looking at potential options to upgrade the heating capacity. If alternative heat sources are considered as a result of the above review of heating operational costs, this would be an incremental increase in cost. Preliminary electrical consumption data indicates that additional electrical resistance heating is also possible with the current electrical service and generator.

The AHU's are the furthest through their useful life cycle. They project a useful life of 20 to 30 years, with approximately 5 to 10 years remaining. The chillers were replaced approximately 15 years ago and have a projected life of 25 to 30 years, with 10 to 15 years remaining. We recommend budgeting to replace the AHU's.





# Liberty Mutual Building

## Evaluation- Electric and Emergency Generator

The building originally had a generator that served only emergency loads. Approximately ten years ago, this generator system was upgraded to include the entire facility. In addition, there is an Uninterruptable Power Supply (UPS) that supplies all current critical loads, ensuring that these devices are able to run even while the generator is starting. The generator is located to the side of the loading dock at the ground floor. It is well maintained and tested regularly. This generator runs on diesel fuel, with a fuel tank mounted at the bottom of the unit.

The existing electric service is in good condition. Both the service transformer and the generator are rated for 1,000 kVA at 480v, three phase. There are multiple 120/208v step-down transformers throughout the building for receptacle and specific 120v loads. Including safety factors, the service will support 9W/s.f. of load. This is suitable for anticipated loads and should not require upgrade or replacement.





# Liberty Mutual Building

## Evaluation- Lighting and Costs

### **LIGHT FIXTURE ENERGY ANALYSIS**

Using a baseline lighting power density based on the existing T8 fluorescent light fixtures, converting to LED light fixtures and incorporating occupancy controls, we estimate an energy savings of \$55,000 to \$65,000 annually on electric utility services. This reflects a reduction of power density from 1.9 watts per square foot to 0.7 watts per square foot. The Mishawaka Utilities published rate of \$0.12/kWh was utilized.

# Liberty Mutual Building

## Evaluation- Environmental Issues

- Decommissioned Fuel Tank- With “No Further Action Letter” obtained in 2016
- Historically, two gas stations existed at Mill and Lincolnway on the site. These were removed. No documentation on closures were provided based on the date of the transaction between the City and Liberty Mutual in the early 80’s
- Vermiculite may exist on the fireproofing in the building
- Air Quality was tested in the building- No “Air” moisture or mold problems were identified



# Building Concepts



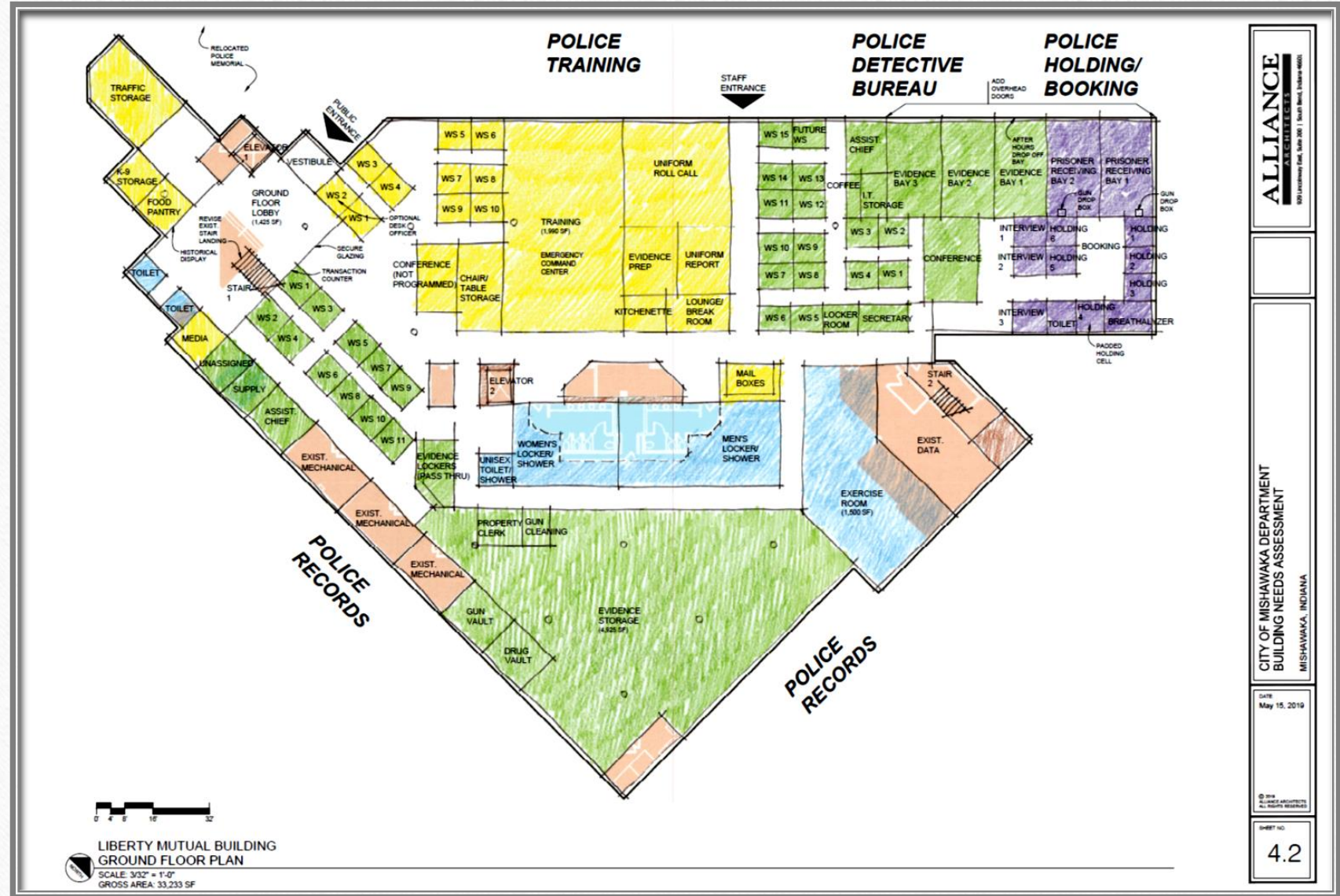
LIBERTY MUTUAL BUILDING  
SITE PLAN  
SCALE: 1" = 40'-0"





# Concept Floor Plans

## Ground Floor Police and Access





Main Entry

Displays

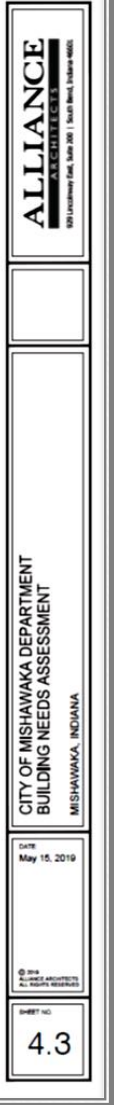
Police Offices

Mishawaka Utilities

Council Chambers

Clerk

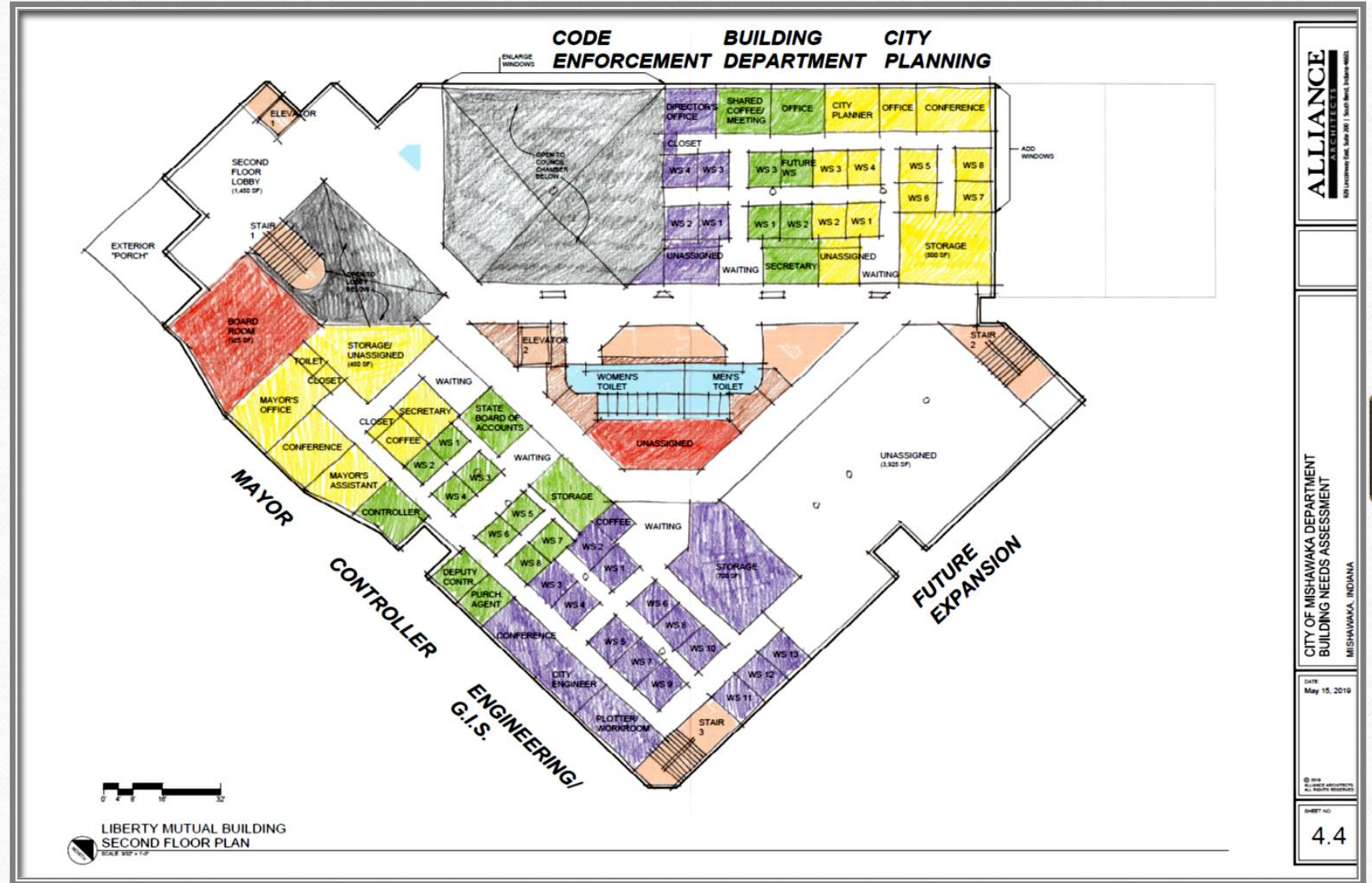
IT





# Concept Floor Plans 2<sup>nd</sup> Floor

Mayor  
Controller  
Engineering  
GIS  
Code  
Building  
Planning  
Expansion





# Building Concepts



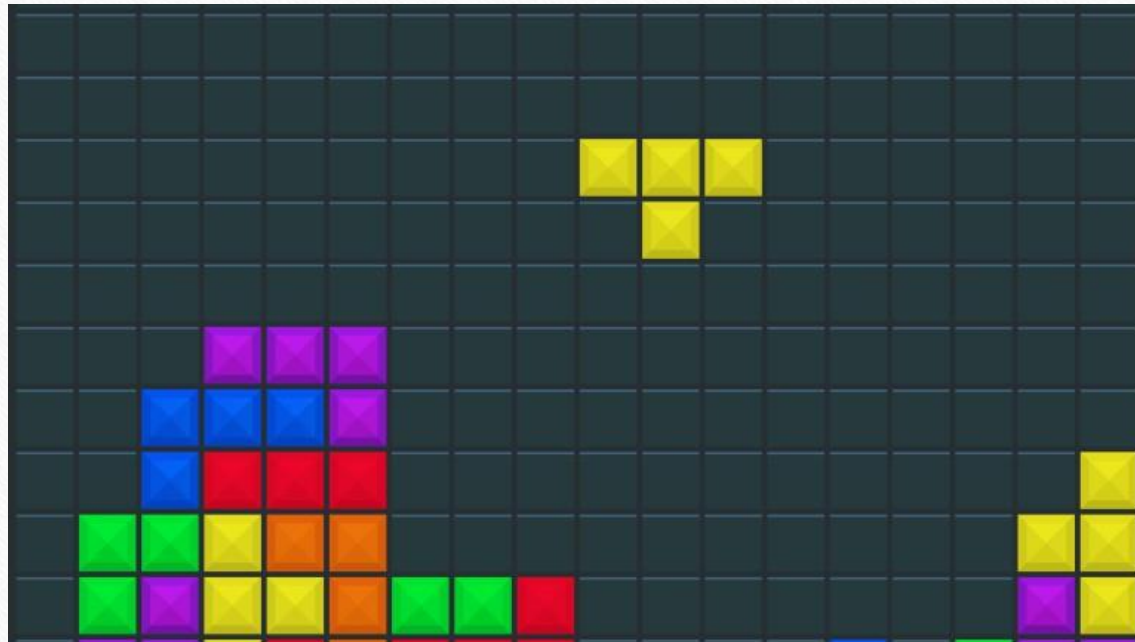
BUILDING LOBBY SKETCH



COUNCIL CHAMBER SKETCH

# Planning Considerations

## The Big Picture- Constantly Evolving





# Planning Considerations- Big Potential Advantages!





# Planning Considerations

## Location, Location, Location

---

- The Liberty Mutual Building being located at Main Street and Lincolnway would place City Government appropriately at the center of the historic downtown, reusing a soon to be vacant “difficult” building
- Opens up the entire block bordered by Mill Street, Front Street, Spring Street and First Street for Comprehensive Redevelopment
- Opens up very large parking lot for shared use. Walking distance to Beutter Park, the soon to be created Ironworks Plaza, the Riverwalk, many downtown businesses and restaurants, and will help encourage more evening and weekend uses to develop.
- Would allow for the potential re-establishment of Mill Street from Lincolnway to First Street



# Current Redevelopment





# Potential Redevelopment





# Planning Considerations

## Assessed Valuation Impacts and Cost Considerations

---

- Liberty Mutual Represents 5.6 Million dollars in assessed valuation and pays over \$220,000 in taxes per year.
- Unlike Uniroyal, impact should not be felt by taxing entities
- Flaherty and Collins Project completing later this year, minimum taxes of \$580,000 per year
- Based on estimated investment costs for current development proposals, future development opportunities created from the purchase of Liberty Mutual should have a higher assessed valuation and greater tax revenue when compared to keeping existing City locations.
- Tax base/Redevelopment will take time to be created (long view is required)



# Assessed Valuation Potential Impacts





# Cost Considerations

More than one time expense- Long Term Impacts



# Negotiated Purchase Price

---

- History of how we got here
- Offered at current assessed valuation \$5,625,200
- Assessed valuation is typically less than appraised value
- Architects Estimate came as a surprise, competing with new construction
- NAI Cressy used as broker to negotiate
- For many factors, negotiated reduced price \$2,350,000
- Still will need to be appraised



# Estimated Renovation Costs

## WORK DESCRIPTION

## COST

1.	Demolish loading area and garage. Relocate generator to northeast corner of the site.	\$	150,000
2.	Construct initial phase site improvements, including Police Memorial Plaza, secure parking areas and second floor porch.	\$	350,000
3.	Remove structure to achieve two-story high spaces for Council Chamber and atrium expansion.	\$	50,000
4.	Building envelope improvements. Include in-kind roof, skylight and window replacements.	\$	1,200,000
5.	Interior reconfiguration and improvements. Include in-kind replacements of plumbing fixtures, lighting fixtures and mechanical equipment. Include replacement of all floor, wall and ceiling finishes and doors, frames and hardware. Include new casework, toilet partitions and signage. (92,000 SF x \$95/SF)	\$	8,740,000
6.	Complete demolition and basic improvements to "mothball" unassigned space on second floor. Defer interior reconfiguration to a future phase. (4,000 SF x \$30/SF)	\$	120,000
7.	Facade improvement upgrades. Include new window openings. (Allowance)	\$	1,000,000
8.	IT infrastructure allowance. (92,000 SF x \$10/SF)	\$	920,000
SUBTOTAL		\$	12,530,000
9.	Architect/Engineer fees (7%).	\$	877,000
10.	Contingency (10%).	\$	1,250,000
TOTAL		\$	<b>14,657,000</b>

## FUTURE PROJECTS

11.	Reconstruct Mill Street and construct new City Hall Plaza, including associated retaining walls, stairway and landscaping.	\$	1,500,000-2,000,000
12.	Parking deck.	\$	TBD

## NOT INCLUDED

13.	Upgrade mechanical equipment to gas hydronic system. (96,000 SF x \$25/SF) Include work at unassigned space on second floor.	\$	2,400,000
14.	Furniture, fixtures and equipment allowance. (92,000 SF x \$20/SF)	\$	1,840,000
15.	Building purchase price.	\$	TBD

# Estimated Police Station Only Renovation

---

- Existing Police Station- 32,306 Square Feet
- Addition Required- +/-10,000 Square Feet
- **New Building size- 42,000 Square Feet**



# Estimated Police Station Only Renovation

---

• Police Station Addition-	10,000Sq. Ft. x \$250	(2.50 Million)
• Remodel 32,000 Sq. Ft. -	32,000 x \$100	(3.20 Million)
• HVAC @ \$25 per Sq. Ft.	42,000 x 25	(1.05 Million)
• Roof Replacement	\$150,000	(0.15 Million)
• <u>Soft Costs</u>	<u>@15% of 6.9 Million</u>	<u>(1.04 Million)</u>
• <b>Total Cost</b>		<b>7.94 Million</b>

# Estimated City Hall Business Office Only Renovation

---

- **New Building size-** 40,000 Square Feet
- **40,000 x \$240=** 9.6 Million
- **Site Acquisition/Work** 1.0 Million
- **Soft Costs 15%** 1.4 Million
- **Total Cost** 12 Million



# Estimated City Hall Business Office Only Renovation With Police Station Only Renovation

---

- Police Station - 7.96 Million
- City Hall/MU Business = 12 Million
- Total Cost 19.96 Million

# Total Project Cost Comparison

---

## Renovation Costs

- Renovation- \$14,700,000
- Building Purchase- \$2,350,000
- Mechanical- \$2,400,000
- Soft Costs- \$400,000
- **Total-** **\$19,850,000**

## New Construction (All 3 buildings)

- Acquisition/Site- \$1,500,000
- New Construction- 18,400,000  
(80,000 @ \$240 Square Foot)

**Total-** **\$19,900,000**



# Energy Costs

## City Services Building Study- Utility Analysis over 12-month period (generally from 2018)

Utility	City Hall	Police Station	Mishawaka Utilities Business Office	Existing 100,000sf Office	Difference
Electric	\$35,000	\$67,284	\$22,200	\$241,920	+117,436
Gas	\$7,295	\$9,330	N/A	N/A	-16,625
Water/fire/sprinkling	\$4,000	\$3,450	\$2,100	\$12,000	+2,450
Wastewater	\$10,600	\$4,900	\$3,750	\$20,657	+1,407
Street/Parking Light	\$850.00	?	?	\$800	-50
Yearly Cost	57,745	84,964	28,050 (Total- 170,759)	275,377	\$104,618 (Additional funding required per year)
Estimate from Alliance on Natural Gas Conversion	\$2,400,000				
Estimated Gas per year costs once converted	\$25,000				

# Other Positive Cost Implications

---

- 250 Public Parking Spaces (\$5,000 a space)- \$1,250,000
- Additional Assessed Valuation/Tax Revenue- +\$100,000/year



# Funding Options

---

- Don't do the project and defer capital costs to the future
- Referendum, raise taxes outside of the current property tax caps
- Issue a TIF only bond- Downside, significantly reduces the ability to do improvement projects over time. (Only Proactive Economic Development Tool)
- TIF (cash) and Utility Bond- Takes advantage of current availability of funds without the long term increase of taxes or utility rates

# Potential TIF Funding (First Costs)

---

- Purchase: \$2,350,000
- Soft Costs: \$400,000
- Architectural Fees- \$900,000
- Miscellaneous - \$1,000,000
- **Total- \$4,650,000**
- Future projects: including the road, sitework, and redevelopment would all likely be paid from TIF over time



# Potential Utility Bond (Starting end of 2020)

---

- Bond Costs: \$16,000,000
- Estimated bond period: 15 Years
- Estimated Interest Rate: 4%
- Interest Cost: 5.3 Million
- Total Cost 21.3 Million
- **Total Cost Per Year-** **\$1,420,000**

# Potential Utility Bond (Starting end of 2020)

---

- Bond Costs: \$16,000,000
- Estimated bond period: 15 Years
- Estimated Interest Rate: 4%
- Interest Cost: 5.3 Million
- Total Cost 21.3 Million
- **Total Cost Per Year-** **\$1,420,000**



# Why have we proposed Utility and TIF Funding?

## City Funding- Property Tax Limitations

General Fund Balance			
2015	2016	2017	2018
\$2,877,933	\$4,730,384	\$6,392,197	\$9,851,063
Tax Rate History			
2015	2016	2017	2018
\$1.8795	\$1.997	\$1.999	\$2.0516
-6.32%	+6.25%	+.07%	+.026%
Assessed Value History			
2015	2016	2017	2018
\$1,372,100,311	\$1,341,719,802	\$1,391,035,674	\$1,409,003,003
+5.28%	-2.21%	+3.68%	+1.30%

# Why have we proposed Utility and TIF Funding?

## Inflation Rate Past 5 Years- 7.8%

### Budget Book Totals

2015	2016	2017	2018
\$49,964,351	\$52,926,916	\$50,545,983	\$52,847,785
-5.98%	+5.93%	-4.5%	+4.5%

### Wage Increases

2016	2017	2018	2019
1.0%	1.0%	1.0% + \$500	1.5% + \$500



# Why have we proposed Utility and TIF Funding?

## Circuit Breaker Impact

---

In 2020 our property tax revenue will be reduced an additional **\$2.9 million** in the General Fund alone.

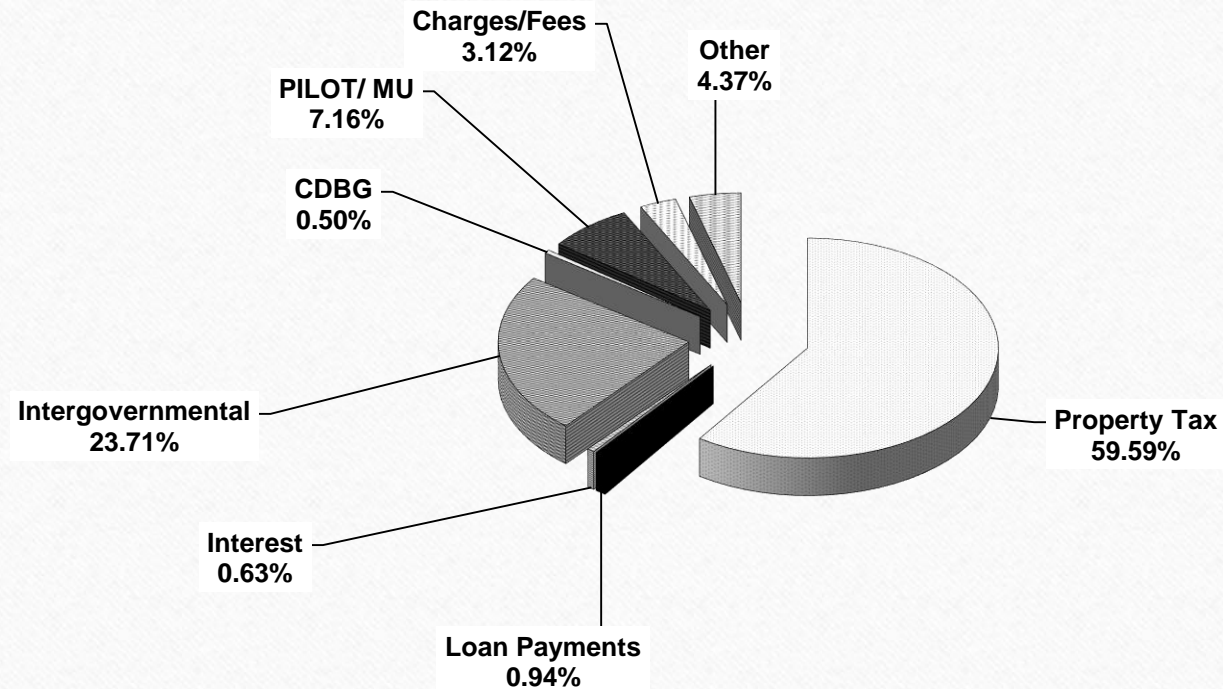
In 2023, our loss of property tax is estimated at **\$10.0 million**.

For comparison purposes, our loss in 2018 was **\$5.4 million**.

As a whole, the City continues to strive to keep budgets flat and payroll costs reasonable, reviews health insurance plans annually for savings and cost reductions....

# Why have we proposed Utility and TIF Funding?

City of Mishawaka 2018  
Revenue by Source  
Including Tax Incremental Financing (TIF)





# Why have we proposed Utility and TIF Funding?

---

**TIF-** Essentially, the only funding mechanism available to Civil City for Capital Improvements outside of a referendum and tax increase

**Economic Development-** Edison Lakes, St. Joseph Hospital Infrastructure, Beacon Parkway, Veterans Parkway

**Infrastructure-** Main Street Underpass, Normain Heights Drainage Tunnel, 12<sup>th</sup> Street Widening Match, UTILITY INVESTMENTS

**Quality of Life-** Riverwalk Matches, Beutter Park, Central Park, the Mill, Downtown Redevelopment

# Why have we proposed Utility and TIF Funding?

---

## Mishawaka Utility Rates- Big Picture

- **Wastewater-** Rate increases already in progress to complete current elements of the long term control plan (no tunnel funding)
- Rates going up in the future will be highly dependent on the further negotiation of the Consent Decree



# Why have we proposed Utility and TIF Funding?

---

## Mishawaka Utility Rates- Big Picture

- **Water-** Rate increases already in progress to complete immediate infrastructure needs needed for redundancy and long term growth
- A rate increase is envisioned in a few years to address pressure needs in the northern district based on estimated costs and the projected bidding environment

# Why have we proposed Utility and TIF Funding?

---

## Mishawaka Utility Rates- Big Picture

- **Electric-** Renegotiated Purchase power will result in a projected decrease once implemented.
- A short term rate increase will be needed to adjust through the increased costs being passed on by AEP (Transmission costs and True Up costs based on formula)



# Why have we proposed Utility and TIF Funding?

## Mishawaka Utility Rates- Big Picture

---

- The renegotiated Purchase Power Agreement is projected to save enough to pay for both the consolidation of buildings (16 Million and the first phase of 12KV Capital Needs with no increase)
  - Over the next five years, the big picture is that overall Mishawaka Utility rates (all three utilities together) will remain at current approved levels or “flat lined”, with a possibility of a slight decrease based on current plans and projects.
- UPCOMING MEETING**

# Consideration and Management of Utility Costs

## Juggling Act to minimize increases over time!

- Purchase power budgeted 2019: \$48,000,000/year
- Electric Capital needs (12 Kv): \$60,000,000
- Wastewater Current Consent Decree \$160,000,000
- **Total Cost Over 15 years 940 Million**
- **Total Percentage of costs over 15 years- 2.3%**





# Why not just reduce rates more?

---

## When is the time to invest in City Buildings?

- The documented needs for the Police Station, Mishawaka Utilities Business Office and City Hall are not going away.
- Like fixing your roof, the ideal time to do it is when you have used most of its useful life, the sun is shining, and you have the ability to pay for it.

# Why not just reduce rates more?

---

## When is the time to invest in City Buildings?

- The documented needs for the Police Station, Mishawaka Utilities Business Office and City Hall are not going away.
- Like fixing your roof, the ideal time to do it is when you have used most of its useful life, the sun is shining, and you have the ability to pay for it.



# Mishawaka Utilities- Civil City Connection

---

Departments that have direct coordination with Utilities (Above and Beyond):

- Controller\*
- Human Resources\*
  - Law\*
- Information Technology\*
  - Engineering\*
  - Street Department
    - Planning
  - Mayor's Office

\* Utility Pays prorated share of ongoing costs

# Mishawaka Utilities- Civil City Connection

---

## **TIF Expenditures That Benefit Utility Rates:**

- **Wastewater- 3.36 Million Dollars Annually**
- **Over 40 Million Since the Wastewater Plant Expansion in 2004**
- **Juday Creek Wellfield- Over 4 Million Dollars in direct benefit**
- **Every TIF Road Expansion- Utilities and Street Lights are extended**



# Recommendation and Process

---



# Advantages for Purchase Liberty Mutual Building

---

- Better Serve the public through one larger building in heart of Downtown. Location, Location!
- Planning and Redevelopment Opportunities- more assessed valuation over time
- Creates significant resource by opening up more public parking. Strategic location for larger events
- Moves police from higher value river frontage
- Costs are in line with other options
- If the City doesn't pursue it, building has a likelihood to be vacant for considerable time- difficult to fill
- High Quality Building- Steel, masonry, call center construction well suited for re-use
- More space than immediately needed- will allow for some expansion/growth without building



# Other Considerations for Purchase Liberty Mutual Building

---

- Larger space has a carrying cost for utilities (goal to bring costs down to what we are paying now through renovation)
- Immediate loss of assessed valuation- Replacement by new construction will be greater based on current development trends **but will be over the long term**
- **Up front cost now-** We know investments will be needed over time, the question is always when to make the expenditure

# Project Goals/Recommendation to Proceed

---

- **Facilities need to better serve the public!**
- Up to date regarding technology and current demands/uses
- Some flexibility to allow for growth and changes over time
- Be as efficient as possible on expenditures
- Create a long term (50 year) solution
- Look at the ability to shape continued redevelopment efforts





# Next Steps to allow for purchase

---

- Redevelopment Commission Meeting July 8, 2019
- Planning Commission (Plan Only) July 9, 2019
- **Common Council (Acquisition List) July 15, 2019**
- Common Council Information Meetings- August 1, 2019
- Common Council (Acquisition List) August 5, 2019
- Redevelopment Commission August 19, 2019

# Next steps if decision is made to purchase

---

- Finalize Purchase Agreement August 19, 2019
- Contract with Architect September 2019
- Design Meetings- October 2019
- Finalize Design Development November, 2019
- Construction Drawings December 2020



# Next steps if decision is made to purchase

---

- |                      |                |
|----------------------|----------------|
| • Utility Bond       | February, 2020 |
| • Property Closing   | March, 2020    |
| • Bidding-           | April, 2020    |
| • Start Construction | Spring 2020    |
| • Occupancy          | Spring 2021    |



# Mishawaka City Services Facilities Evaluation

---

Thank You!

Questions/Comments?